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ABSTRACT

This pamphlet reports a study that examined the factors affecting administrator supply and demand in Minnesota. The report (1) provides data on the age, sex, tenure in present position, level of preparation, and administrative certification for persons holding administrative positions; (2) attempts to identify the "ready reserve" -- those trained and waiting to become administrators; (3) discusses the outputs of administrator education institutions; (4) discusses the future demand for administrators in Minnesota; and (5) makes suggestions for improving the training and certification of administrative personnel. (JF)

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Administrative Leadership

ED 079809

THE SUPPLY and DEMAND of PUBLIC SCHOOL ADMINISTRATORS

by
CLIFFORD P. HOOKER, *PROFESSOR*
UNIVERSITY OF MINNESOTA

DIVISION OF EDUCATIONAL ADMINISTRATION
COLLEGE OF EDUCATION
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This issue of *Administrative Leadership* presents a research monograph of a supply-and-demand study by Clifford P. Hooker, professor in the Division of Educational Administration, University of Minnesota. After helping to launch the training department of the University for educational administrators by serving as its chairman for eight years, Dr. Hooker is now devoting his efforts to teaching and writing in the specialized fields of educational law and school district organization. Professor Hooker has functioned as an expert witness in court cases involving school district reorganization and has conducted intricate surveys for metropolitan and state school systems. He has assisted numerous school districts in the selection of administrators. The data for this particular study were accumulated in the academic year of 1971-72. This is indeed a much needed and unique examination of a problem confronting our American educational establishment.

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The data for this research were obtained only with the cooperation of many busy, but gracious, educators. I am referring especially to the hundreds of school superintendents, principals, and college administrators who responded to my questionnaires and who otherwise provided counsel and direction as the study proceeded. State Education Department administrators were extremely cooperative as requests were made for access to data and records. Dr. George Droubie, Director for Teacher Certification, was especially helpful. Similarly, my colleagues in the Division of Educational Administration at the University of Minnesota provided conceptual capital, encouragement, and criticism.

I owe thanks to the Research Committee of the College of Education, University of Minnesota, for its support. The financial assistance which it provided and the priority it assigned to my research proposal were deeply appreciated.

The stimulation of Dr. Van D. Mueller, Chairman of the Division of Educational Administration, University of Minnesota, also contributed to the completion of this study. His encouragement and frequent inquiries about the progress of the study communicated his interest and support. Also, once the manuscript was finished, Dr. Mueller allocated scarce Division resources to publish the results.

Finally, I am grateful to Helen Warhol and Phil Vik for their work on this project. They provided the essential research assistance and regular monitoring which made it possible for me to direct this study while I was also involved in many other professional activities.

Clifford P. Hooker

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CHAPTER ONE

INTRODUCTION

Nothing is more indicative of the uncertainty that afflicts educational administration than the supply of and demand for trained talent. Both supply and demand are nebulous, elastic concepts, having many of the properties of an invisible gas which expands, contracts and takes different shapes as the result of external forces. Scientific investigation of these concepts without the assistance of sophisticated controls and techniques is therefore hazardous to say the least, all of which may explain why investigators have reported few studies of this nature. Moreover, those who venture into state investigations, rather than national ones, are further encumbered with all of the nuisances of micro studies to the extent that the accuracy of results is inversely correlated with the scope of the study. However, the utility of a study of this nature in setting state policy may warrant the acceptance of the errors which are inherent in this type of investigation.

The supply of individuals to meet replacement needs and to fill new positions in educational administration in Minnesota can be identified with three basic sources. First, there is the certified group now holding administrative positions in the state. While these people clearly are not a part of a trained reserve, they will likely continue to fill most of the administrator positions for many years. Therefore, a detailed look at these people—their age, sex, tenure in present position, level of preparation, and administrative certification—provides a rather accurate mosaic of Minnesota school administrators for the next several years. The results of a questionnaire study of these administrators is reported in the next chapter of this monograph.

A second source of supply is the "ready reserve" in educational administration. These educators are fully trained and waiting their turn to become administrators. Most of them are presently teaching in the public schools, while others hold a variety of interim positions both within and outside educational institutions. Unlike the contemporary group of administrators, however, this amorphous group is difficult to identify. It expands or contracts, depending on the attractiveness of teaching *vis à vis* managing in schools. Also, many of these potential administrators must be described as "place bound" in that they will not move to accept administrative positions. Another complicating element is found in the record keeping and credentialing procedures in the state. Files in the State Department of Education simply fail to reveal in an uncontaminated fashion the content of graduate programs pursued by teachers. Moreover, generally candidates for administrative credentials do not apply for appropriate certificates until they are actively seeking a position. Finally, some educators complete graduate degrees in educational administration with no intention of becoming administrators. The availability of such programs at nearby institutions and the willingness of many school districts to offer salary increments to teachers for graduate study, regardless of field, seem to explain this somewhat irrational practice.

Given these constraints, two data collecting options seemed to be available. The first choice was to ask the school superintendents to identify all teachers on their staff who now hold administrator certificates or who are eligible to receive them. The research design called for the mailing of a questionnaire to these teachers. Unfortunately, there was good reason to not trust the results of this part of the study. Apparently, the superintendents, especially in large districts, do not have this information.

An alternate system was designed to collect the necessary data for this part of the study. The administrator training institu-

tions were contacted and asked to provide information about their outputs during the past five years. Again, unadulterated data were difficult to obtain. For example, many students completed Specialist and Doctor degrees while holding administrative posts. For these people, the work toward an advanced degree was a form of in-service education. Obviously, they should not be counted as both practicing administrators and future administrators. The research procedure and results of the contact with the administrator preparation institutions is reported in Chapter Three.

A third source of supply of administrators for Minnesota schools is even more nebulous than the groups described above. This is the horde of administrators from around the nation who are attracted by the pay scales and working conditions in Minnesota schools. Dozens of out-of-state school administrators apply for every vacancy in major districts in this state, whereas Minnesota administrators seldom aspire to administrative posts in other states. While a number of factors, such as a continuing contract for administrators, may contribute to this situation, higher salaries in this state must be viewed as a major attraction. For example, the 1971-72 median salary for school superintendents in the 40 districts in the Twin Cities metropolitan area was $30,000. No superintendent in North Dakota or South Dakota was paid more than $27,000 for the same year, and only two districts in Iowa exceeded the Twin Cities median. Similarly, school principals in Minnesota were paid considerably more than their counterparts in neighboring states in 1971-72. The median for high school principals in the Twin Cities area was $23,250; $18,270 in the five largest districts in North Dakota; and $18,600 in the five largest districts in South Dakota. These salary differences favoring Minnesota positions explain why so many school administrators in neighboring states have ignored the advice of Horace Greeley and have gone east and north to maximize their opportunities.

Since there is no way to measure the potential supply of administrators for Minnesota schools who are now employed outside the state, this source of supply is not treated further in this report. However, the data in Table 7, page 23, substantiates the observation that Minnesota imports many trained school administrators. As shown in Table 7, more than one-third of the incumbent administrators received their highest degree from institutions outside Minnesota.

Reference was made earlier to the hazards involved in measuring the supply of trained talent for administrative assignments in public school systems. Contrary to popular belief, predicting future needs is also complex. While it is true that some of the important variables, such as the number of pupils to be educated, can be estimated with a high level of confidence, there is a host of more elusive and elastic factors which influence the demand for school administrators. For example, school district reorganization has had an impact on the need for school superintendents in Minnesota, reducing their ranks in districts maintaining grades 1-12 from 452 in 1967 to 436 in 1972. However, school district enlargement has also generated a need for more central office specialists, such as business managers, personnel directors, and instructional supervisors. Therefore, the process of school district reorganization may result in an increase, rather than diminution in the demand for school administrators.

Similarly, changes at the school building level have contributed to a reduction in the number of principals. Fewer and larger school buildings are now operated in many districts and, of course, some former districts operate no schools at all. However, again there is a demand for assistance to the administrator with the added responsibility. One or more assistant principals are now employed in all of the large secondary schools. Also, as shown in tables in this report, there are at least 47 assistant elementary school principals in the state.

The availability of funds to support school operations also

affects the demand for school administrators. In many situations it appears that an administrator is the "marginal man" who will be employed or not depending on the state of the school treasury, which, of course, is influenced by still another set of variables. Also, a generous supply of dollars may permit school boards to offer salaries which will protect their administrator corps from being proselyted by industry, business, or other public employers. Likewise, very attractive salaries persuade incumbents to delay retirement and thus reduce the demand for replacements.

Finally, changes in the scope of public education affects the demand for school administrators. Just as adding kindergartens increased the number of teachers to be employed, the expansion of offerings in pre-school, adult, vocational, and junior college education will continue to absorb a large portion of the newly trained talent in school administration. Again, the complexity of the demand equation is apparent, because program expansion is dependent upon the money supply, which, as noted, is further dependent upon other variables, and so it goes.

Regardless of these many disclaimers, an effort was made in this study to ascertain the future need for school administrators in Minnesota. The superintendents were asked to predict changes in their districts during the next five years which would affect the demand for administrators. The results are reported in Chapter Four. While these predictions of future needs have a great deal of utility, their limitations must also be recognized. They are subject to all of the uncertainties discussed earlier. Also, since no superintendent was willing to predict his own demise or that of any of his administrators before retirement age, in this sense these projections of replacement needs must be viewed as minimal.

Some observations about the present supply and comments about future needs appear in Chapter Five of this manuscript. Also, some strategies for reallocating training resources are sug-

gested. There is a tendency in this final chapter to go beyond the data, even to the point of conjecture in some instances, to report what is hopefully informed opinion, which may be of assistance to policy makers in the state of Minnesota.

CHAPTER TWO

A 1972 PROFILE OF MINNESOTA SCHOOL ADMINISTRATORS

As indicated in Chapter One, an assessment of the supply of school administrators logically begins with a somewhat detailed look at the incumbents. Many of these administrators will continue in their present positions for many years and others will apply for more attractive positions in Minnesota as they become vacant. Therefore, in one sense at least, the future supply of administrators is largely a reflection of the current scene.

The personal and professional characteristics of Minnesota school administrators are described in this chapter. The data were obtained from questionnaires which were returned by administrators in 406 of the 436 independent school districts providing educational services to students in both elementary and secondary schools. However, incomplete returns from some of the 406 districts further reduced the total number of usable responses. Nevertheless, the 30 districts failing to respond were among the smallest in population, enrolling no more than five percent of the students in the state.

PERSONAL CHARACTERISTICS

Administrators were asked to provide the rather usual and mundane information about themselves, their positions and the school districts which employ them. Items of interest included age, sex, tenure in present position, and the number of students in the school districts. The results are reported below.

AGE

The age of the school administrators in Minnesota is reported in Table 1. While the data in this table may hold few surprises for laymen or educators, some patterns are apparent. For example, school superintendents and other central office administrators are generally older than building principals. The one exception is the administrative assistant who is somewhat younger than either superintendents or principals. Also, assistant elementary school principals, as a group, are the youngest school administrators in the state. The newness of this position, like that of the administrative assistant, may explain the relative tenderness of their years.

This report on ages of incumbent administrators should not end without the general observation that Minnesota school administrators are a mature lot. The median age is between 41 and 45 with more of them above 60 than under 30. Again, the most senior members of the profession can be found in the front office, where one superintendent out of six is over 60 years of age.

TABLE 1

AGE OF MINNESOTA SCHOOL ADMINISTRATORS

Position	Under 25	26-30	31-35	36-40	41-45	46-50	51-55	56-60	Over 60	No Response	Total
SUPT.	0	7	16	49	57	82	73	55	67	0	406
ASST. SUPT.	0	0	6	10	7	16	7	7	6	14	73
ADM. ASST.	0	6	9	12	6	5	2	5	3	12	60
DIRECTOR	0	5	14	17	30	24	18	9	18	4	139
SEC. PRIN.	1	50	90	112	122	102	61	43	33	3	617
ASST. SEC. PRIN.	0	21	52	64	49	45	15	5	8	58	317
ELEM. PRIN.	3	61	166	157	145	103	66	60	89	12	862
ASST. ELEM. PRIN.	2	10	8	8	4	4	1	3	0	7	47
OTHER	0	17	13	25	23	14	7	4	7	1	111
TOTAL	6	177	384	454	443	395	250	191	221	113	2632

SEX

Possibly no table in this report reveals a more consistent pattern than Table 2. Its message is clear, unequivocal and consistent. Men predominate at all ranks of school administration in Minnesota. The single category where women are represented in appreciable numbers is the elementary school principalship. However, considering that 85 percent of the elementary teachers are women, and about 60 percent of all teachers in Minnesota are women, discrimination on account of sex is equally obvious throughout. While the data displayed here represent conditions as of one point in time, the few trends noticed can be in but one direction. The extinction of the female species among administrators is so nearly complete that only increases in the number of women in school administration would be worthy of note by future investigators.

TABLE 2
SEX OF MINNESOTA SCHOOL ADMINISTRATORS

Position	Male	Female	Total
SUPT.	406	0	406
ASST. SUPT.	73	0	73
ADM. ASST.	57	3	60
DIRECTOR	130	9	139
SEC. PRIN.	614	3	617
ASST. SEC. PRIN.	306	11	317
ELEM. PRIN.	705	157	862
ASST. ELEM. PRIN.	37	10	47
OTHER	102	9	111
TOTAL	2430	202	2632

TENURE

The data in Table 3 reveal a nomadic quality about Minnesota school administrators which is greater than one might suspect. Most school administrators in this state have held their present position for five years or less, and among superintendents three out of four are in their first decade of service in their present position. This is in sharp contrast to the popular stereotype of a school administrator with permanent tenure and long term in office.

The elementary school principals seem to persist the longest in a single position. This is in part a factor of their relative youth at the time of their appointment (see Table 1) and possibly a suggestion that mobility from that position is rather limited. Also, it just could be that elementary school principals find more satisfactions in their positions.

Some caution should be exercised in interpreting Table 3. The administrators were asked to report the number of years they have held their present position. Since promotions within school systems are rather common, many of the administrators have tenure in their school district which far exceeds the duration of their present appointment. This condition would be especially true among central office administrators.

TABLE 3
TENURE IN PRESENT POSITION

Position	YEARS							No Response	Total
	0-5	6-10	11-15	16-20	21-25	26-30	31+		
SUPT.	204°	95	51	24	20	4	2	6	406
ASST. SUPT.	40°	20	7	3	0	0	0	3	73
ADM. ASST.	37°	15	5	1	0	1	1	0	60
DIRECTOR	75°	34	11	5	4	2	1	7	139
SEC. PRIN.	388°	111	54	30	18	10	1	5	617
ASST. SEC. PRIN.	224°	55	24	6	2	0	0	6	317
ELEM. PRIN.	419	194°	129	77	24	8	2	9	862
ASST. ELEM. PRIN.	28°	11	0	0	0	1	0	7	47
OTHER	76°	15	14	6	0	0	0	0	111
TOTAL	1491	550	295	152	68	26	7	43	2632

° Median

SIZE OF SCHOOL DISTRICT

The relationship between administrator staffing and school district size is shown in Table 4. Since virtually all districts employ a superintendent (in some instances, superintendents serve more than one school district) and 406 of the K-12 districts are represented in the results of this study, the line in Table 4 reporting the distribution of superintendents can be used as a proxy for school district size in Minnesota. Using this approach, it is clear that more than one-half of the districts enroll under 1,000 students. Similarly, over one-half of the superintendents are employed in these small districts. Turning to the upper limits of the size range, only six superintendents serve districts with more than 20,000 students.

The distribution of central office positions, other than the superintendency, is a function of the size of district, with the larger systems more inclined to employ these additional administrative specialists. Medians for all of these positions (assistant superintendent, administrative assistant, and director) appear in districts enrolling over 7,000 students. Likewise, the group labeled "Other" in this table, generally serve in central office positions in systems with more than 10,000 students.

TABLE 4
NUMBER OF STUDENTS IN THE DISTRICT

Position	STUDENTS										
	Under 1000	1000-2000	2001-3000	3001-4000	4001-5000	5001-7000	7001-10000	10001-20000	Over 20000	No Response	Total
SUPT.	227*	89	30	13	8	11	11	11	6	0	406
ASST. SUPT.	0	0	4	2	5	6	14*	16	20	0	73
ADM. ASST.	0	4	2	3	4	12	10*	16	7	2	60
DIRECTOR	1	7	6	8	10	12	19	30*	43	3	139
SEC. PRIN.	219	110*	48	27	22	27	33	48	79	4	617
ASST. SEC. PRIN.	4	25	21	20	14	19	41	64*	109	0	317
ELEM. PRIN.	191	90	59	44	41	57*	77	115	182	6	862
ASST. ELEM. PRIN.	0	4	2	1	0	2	10	7*	19	2	47
OTHER	3	4	10	0	3	8	10	28*	45	0	111
TOTAL	645	338	182	118	107*	154	226	336	510	17	2632
TOTAL (excluding Supts.)	418	249	152	105	99	143*	215	324	504	17	2226

* Median

The impact of size on the staffing pattern in secondary schools is shown clearly in Table 4. Since all of the school districts in this study have at least one high school and all but eight of them have a principal (there are 219 high school principals in the 227 districts enrolling fewer than 1,000 students), the distribution of principals is skewed toward the small districts. Interestingly, however, the skewing is just the opposite for assistant secondary principals. The larger districts, generally with high capacity schools, tend to employ more assistant principals than principals. While there is nothing surprising about these facts, they do suggest, however, that the career pattern for secondary principals likely will be from assistant principal in a large school to principal in a smaller one, or the assistant principalship may become a career position for many administrators.

Elementary school principals seem to be spread throughout the size range with some indication of a bimodal distribution in both the largest and smallest districts. Also, there are 36 districts in the smallest size group which employ no elementary principals. (There are 227 such districts and but 191 elementary school principals.) Since the 30 districts not accounted for in the returns of this study are extremely small, this pattern is probably typical of that group also.

The bottom line in Table 4 shows the total number of administrators, excluding superintendents. Again, like the pattern for elementary school principals, a bimodal distribution is apparent. Also, more than one-half of the non-superintendents are employed in the largest 39 districts in the state. Likewise, more non-superintendent administrators are employed in the largest six districts than in the 227 smallest ones. Again, if data from the non-reporting districts were available, this pattern would likely be even more pronounced.

PROFESSIONAL CHARACTERISTICS

A second set of questions pertained to the professional preparation of Minnesota school administrators. Specific inquiries were made relative to the highest degrees held, date when such degrees were awarded, and the location of the institution granting these degrees. The results are reported in the tables which follow.

DEGREES HELD BY MINNESOTA ADMINISTRATORS

Minnesota Board of Education Regulation Edu. 321 reads in part as follows:

> *Every superintendent of schools and every assistant superintendent of schools shall hold an appropriate certificate based, ultimately, on two years of preparation beyond the baccalaureate degree.*

Similarly, Regulation Edu. 324 reads:

> *Every elementary and secondary school principal and every assistant elementary and secondary school principal shall hold an appropriate certificate based, ultimately, on two years of preparation beyond the baccalaureate degree.*

These regulations were adopted in 1963 with an effective date of September 1, 1967. While one may quibble about the meaning of "ultimately," the impact of the "grandfather clause" contained elsewhere in the above regulations, and other details in these regulations, the central focus is clear. It was the intent of the State Board of Education to require two years of post-baccalaureate training for school administrators in this state. Training requirements for state certification is the same as the membership requirements in national associations for school administrators.

The discrepancies between the regulations and the training of incumbent administrators is shown in Table 5. About 2,300 of the 2,632 have less than two years of post-baccalaureate training! Only 60 of the 406 superintendents meet the goal as enunciated by the State Board in 1963!

A similar condition is evident at all levels. Moreover, the elementary school principals have 153 in their group without any graduate degrees. More comment on this subject appears in the final chapter of this report. At this point, however, it is useful to recognize that these comments may appear to be cutting or harsh, especially to administrators who do not have extensive graduate-level training. This is no attempt to fix blame or to criticize individuals. Indeed, the primary culprit for the relative training gap may be in the programs in the institutions of higher education. In any case, the training gap does exist and plans to close it should be forthcoming. Possibly the strategies suggested in Chapter Five will be of assistance.

TABLE 5
PROFESSIONAL PREPARATION OF MINNESOTA SCHOOL ADMINISTRATORS

Position	Highest Degree Completed					
	B.A.	M.A.	Spec.	Doctorate	Not Reported	Total
SUPT.	16	330	27	33	0	406
ASST. SUPT.	4	44	8	16	1	73
ADM. ASST.	14	35	6	5	0	60
DIRECTOR	8	90	14	23	4	139
SEC. PRIN.	39	523	31	21	3	617
ASST. SEC. PRIN.	13	247	40	10	7	317
ELEM. PRIN.	153	650	44	11	4	862
ASST. ELEM. PRIN.	100	33	4	0	0	47
OTHER	16	73	7	15	0	111
TOTAL	273	2025	181	134	19	2632

DATE OF HIGHEST DEGREE

Recency of training is generally a factor to consider when describing a group of professionals, such as school administrators. Data of this type give some clues about the exposure of members to new practices and concepts in their field of specialization. While there are many ways for administrators to update their training, the pursuit of advanced degrees is certainly an important one. Also, since administrator certificates are normally issued to individuals having rather minimal initial training with the expectation and often the requirement that the certificate holders continue their formal education, the recency of the highest degree is a measure of the incentive or compulsion in the certification regulations.

The dates when highest degrees were received by Minnesota administrators are shown in Table 6. The median range for the group was between 1960 and 1964 which is the same as the median for both elementary and secondary principals. Most of the central office administrators received their highest degree somewhat earlier, indicating again that this group is a bit older than building principals. Also, once an administrator has been promoted to superintendent, there may be less opportunity and incentive for him to continue formal course work in a graduate school.

TABLE 6
DATE OF HIGHEST DEGREE

Position	YEAR 1971	1970	1969	1968	1965-67	1960-64	1955-59	1950-54	Before 1950	No Response	Total
SUPT.	13	8	8	11	40	76	75*	79	89	7	406
ASST. SUPT.	3	2	4	3	12	12	11*	6	18	2	73
ADM. ASST.	6	1	3	3	14	8*	11	6	8	0	60
DIRECTOR	11	2	8	7	13	28	27*	19	24	0	139
SEC. PRIN.	34	43	47	46	75	133*	100	75	60	4	617
ASST. SEC. PRIN.	47	30	25	18	62*	60	35	21	15	4	317
ELEM. PRIN.	44	48	54	48	196	220*	113	89	44	6	862
ASST. ELEM. PRIN.	6	10	6	4	4	8*	6	2	1	0	47
OTHER	15	7	8	12	16*	22	11	13	7	0	111
TOTAL	179	151	163	152	432	567*	389	310	266	23	2632

* Median

INSTITUTIONS GRANTING ADVANCED DEGREES

The producers of advanced degrees for Minnesota administrators are identified in Table 7. As noted earlier, it is apparent that the state certification requirements have provided no important barriers to administrator mobility. This is especially true of school superintendents, over one-half of whom hold their highest degree from universities outside of Minnesota. Also, almost one-half of the secondary principals received their training outside this state. The Minnesota institutions have been somewhat more productive as far as elementary principals are concerned. This is especially true of the state colleges where nearly one-half of the elementary principals received advanced degrees.

TABLE 7
INSTITUTION GRANTING HIGHEST DEGREE

Position	Univ. of Minnesota	Minn. State Colleges	Minn. Private Colleges	Out of State	No Re-sponse	Total
SUPT.	146	13	8	239	0	406
ASST. SUPT.	37	5	4	26	1	73
ADM. ASST.	21	13	7	19	0	60
DIRECTOR	68	17	11	41	2	139
SEC. PRIN.	203	83	34	297	0	617
ASST. SEC. PRIN.	118	41	47	109	2	317
ELEM. PRIN.	252	390	20	198	2	862
ASST. ELEM. PRIN.	13	16	1	15	2	47
OTHER	53	16	11	31	0	111
TOTAL	911	594	143	975	9	2632

ADMINISTRATIVE CERTIFICATION

Minnesota, like all other states in the nation except Michigan and California, requires a special credential of persons holding administrative positions in public schools. State statutes or state board of education regulations enumerate the positions falling within this category, as well as the requirements and procedures for obtaining the requisite credential. Also, all of the details pertaining to the duration and renewal of administrative certificates are encompassed in state law or state board regulations.

The Minnesota State Board of Education has been granted authority to establish training requirements and issue certificates to school administrators. In the exercise of this authority, the State Board has developed an orderly process for periodic review and revision of administrator certification requirements. Each attempt to change the certification standards, however, is resisted by individuals and groups who would be adversely affected by the proposed change. In balancing the interests of the various parties, the State Board in the past has been willing to compromise, and more importantly, include "grandfather clauses" in most of the new regulations. The result of this process is represented by the plethora of certificates listed in Table 8. As shown in the table, there are ten different administrative credentials in Minnesota. Not shown, however, is the "provisional" certificate which is issued in exceptional situations. Sources in the State Department of Education reported that approximately 12 such certificates are issued each year.

Administrators who were issued certificates prior to 1967 are identified in the first five columns in Table 8, and all holders of certificates which were granted under the present requirements are listed in Columns 6 through 10. Cursory examination of the two sides of this table gives the unmistakable impression that huge numbers of administrators with life certificates were covered by a "grandfather clause" in the new and higher standards

TABLE 8
ADMINISTRATIVE CERTIFICATION

Position	1 Supt. Life	2 El. Prin. Life	3 Sec. Prin. Life	4 Stand. Admin.	5 Prof. Admin.	6 Standard El.	7 Standard Sec.	8 Profess. El.	9 Profess. Sec.	10 Limited Admin.	None	No Response	Total
Supt.	287	3	4	76	25	2	4	0	2	1	1	1	406
Asst. Supt.	30	9	3	10	10	1	5	1	1	0	2	0	73
Ad. Asst.	9	3	8	3	3	6	6	1	0	1	18	2	60
Director	19	28	14	13	14	15	8	3	2	0	20	3	139
Sec. Prin.	43	7	227	71	13	5	199	1	38	5	6	2	617
Asst. Sec. Prin.	2	3	60	50	14	1	151	1	17	1	17	0	317
Elem. Prin.	26	328	7	43	7	332	9	35	1	54	13	7	862
Asst. Elem. Prin.	0	5	1	5	1	16	2	3	0	3	9	2	47
Other	11	8	7	11	10	11	11	0	2	2	38	0	111
TOTAL	427	394	332	282	97	389	395	45	63	67	124	17	2632

of 1967. Also, relatively few incumbent administrators have received certificates under the present regulations. The exceptions are the 332 elementary principals, 199 secondary principals, and 151 assistant secondary principals who have received standard certificates under the regulations which became effective in 1967.

EXPIRATION DATES OF CERTIFICATES

The expiration dates of certificates now held by Minnesota school administrators are shown in Table 9. Again, the preponderance of life certificates is the most significant fact to be found in the table. Over two-thirds of the superintendents and nearly one-half of the elementary and secondary school principals hold life certificates.

Another fact in Table 9, which is somewhat obscured by the number of life certificates, is the significant number of principals and assistant principals who will have to renew their certificates in the next few years. Since such renewal is normally predicated on more formal education, the implications for training institutions are apparent.

TABLE 9

EXPIRATION DATE OF ADMINISTRATIVE CERTIFICATE

Position	Life	YEAR 1972	1973	1974	1975	1976	1977	Not Reported*	Total
SUPT.	294	26	20	21	19	19	1	6	406
ASST. SUPT.	43	4	6	6	6	6	0	2	73
ADMIN. ASST.	20	3	3	10	2	2	0	20	60
DIRECTOR	61	11	11	8	13	15	0	20	139
SEC. PRIN.	277	72	62	82	47	54	6	17	617
ASST. SEC. PRIN.	65	50	54	54	40	36	0	18	317
ELEM. PRIN.	361	95	146	106	65	56	2	31	862
ASST. ELEM. PRIN.	6	4	15	9	3	1	0	9	47
OTHER	26	10	7	12	7	11	0	38	111
TOTAL	1153	275	324	308	202	200	9	161	2632

* Administrators without certificates account for most of the non responses to this item.

AGE OF ADMINISTRATORS HOLDING LIFE CERTIFICATES

The replies from holders of life certificates were further analyzed to determine the age of this group. Since such certificates are granted to persons who apparently will never need more training, one might surmise that life certificates are held by very senior administrators. The data in Table 10 explode this hypothesis. It is true that about one in six (169 out of 997) are over 60 years of age, however, the median age for the 997 holders of life certificates is about the same as the median age for the entire group of 2,632 administrators. (See Table 1 for a report on ages for all administrators.)

TABLE 10

AGE OF ADMINISTRATORS HOLDING LIFE CERTIFICATES

Position	YEARS									
	Under 30	31-35	36-40	41-45	46-50	51-55	56-60	Over 60	No Response	Total
SUPT.	0	2	17	35	62	63*	50	64	1	294
SEC. PRIN.	0	3	33	56	73*	46	39	24	3	277
ASST. SEC. PRIN.	0	2	11	9	16*	11	5	9	2	65
ELEM. PRIN.	2	14	38	68	69*	46	43	72	9	361
TOTAL	2	21	99	168	220*	166	137	169	15	997

* Median

HIGHEST DEGREES

The highest degrees held by administrators with life certificates are shown in Table 11. Less than ten percent of the administrators in this group have attained the level of training which was set as a goal by the State Board of Education in 1967 and quoted earlier in this chapter.

TABLE 11
HIGHEST DEGREES HELD BY ADMINISTRATORS WITH LIFE CERTIFICATES

	DEGREE					
Position	B.A.	M.A.	Spec.	Doctors	Not Reported	Total
SUPT.	15	248	19	12	0	294
SEC. PRIN.	18	241	9	9	0	277
ASST. SEC. PRIN.	2	57	3	1	2	65
ELEM. PRIN.	67	259	24	7	4	361
TOTAL	102	805	55	29	6	997

PROFILES OF TYPICAL INCUMBENTS

The profiles of typical Minnesota school administrators can be drawn from the data in the preceding tables. For example, the typical elementary principal is a male between 41 and 45 years of age who has been in his present position about six to ten years. He works in a school district with more than 5,000 but less than 7,000 students. He has a Master's degree which was issued by one of the Minnesota state colleges in the early 1960's. The chances are one in three that he holds a life certificate.

The typical secondary principal differs little from his counterpart in the elementary schools. He, too, is between 41 and 45 years of age, but tenure in his present position is probably less than six years. Also, the typical secondary principal is employed in a school district enrolling between 1,000 and 2,000 students. There is a slight probability that his Master's degree was earned in Minnesota rather than at an institution outside the state. In either case, the degree was awarded in the early 1960's. The odds are one to three that he holds a life certificate.

The typical superintendent is between 46 and 50 years of age, and has been in his present position five years or less. He is employed in a district which enrolls fewer than 1,000 students. His Master's degree was earned in the late 1950's at a university outside of Minnesota. The odds are three to one that he holds a life certificate.

Profiles of typical incumbents in other administrative positions appear in the tables in this chapter. Also, of course, the profiles of less typical individuals could be drawn.

CHAPTER THREE

OUTPUTS OF PREPARING INSTITUTIONS

Graduates of state-approved administrator preparation programs represent an important source of manpower for leadership positions. Persons aspiring to be school principals and superintendents in Minnesota must meet the requirements of these institutions, or as noted earlier, complete similar programs in other states. While technically it is possible to meet certification standards without completing a graduate degree with a major in educational administration, and vice versa, these are rather uncommon practices and somewhat cancelling in their effect on outputs. Due to this close relationship between graduate degrees and administrator certification, and since college and universities issue degrees rather than certificates (and therefore keep records accordingly), the eight preparing institutions were asked to report the number of degrees awarded. The results are described and analyzed later in this chapter.

STATE CONTROL OF ADMINISTRATOR PREPARATION

The state maintains general control of administrator preparation programs in Minnesota. This control is exercised by the State College Board, the State Board of Education, and the Regents of the University. The State College Board and the Regents of the University authorize the granting of degrees in the state colleges and the University, respectively. Similarly, the State Board of Education, upon the recommendation of its professional staff in the State Department of Education, approves administrator preparation programs. The standards established by the North Central Association of Colleges and Secondary

Schools and approval by that agency are important considerations in the process.

The procedures described above were used in granting approval to the institutions of higher education to offer the programs which are listed in Table 12. As indicated in the table, eight institutions offer the Master's degree, six have two-year programs, and one awards Doctor's degrees. The pattern shown in Table 12 also suggests that approval to offer a graduate degree generally includes authorization to train administrators for all levels of specialization, e.g., elementary, secondary, and general administration. The two exceptions are at Bemidji and Moorhead where training is limited to elementary school administration. The outputs of these eight institutions are described in the following pages.

GRADUATE DEGREES IN EDUCATIONAL ADMINISTRATION

The outputs of the eight Minnesota administrator training institutions for the past five years are described below. The graduates of the five state colleges, UMD and St. Thomas are summarized in one set of tables, while the graduates of the Twin Cities Campus of the University are treated in a comparable set of tables.

The degrees awarded at the five state colleges, UMD, and St. Thomas during the past five years are shown in Table 13. Also, the specializations pursued by degree holders are reported in the table. While there is little which can be described as a trend in the data, there does seem to be a slight increase in the number of individuals pursuing the Specialist degree. Also, a few more of the recent graduates have prepared for general administrative positions in school systems. Both of these can be attributed to the recent (1970) approval of the Specialist degree program at Mankato and an expansion of enrollment at St. Thomas.

TABLE 12

INSTITUTIONS PREPARING SCHOOL ADMINISTRATORS IN MINNESOTA

Institution	M.A. Degree	Specialist Degree	Doctor's Degree Ph.D. Ed.D.
University of Minnesota (Twin Cities)	Elementary Secondary Gen. Admin.	Elementary Secondary Gen. Admin.	Elementary Secondary Gen. Admin.
UMD (University of Minnesota at Duluth)	Elementary Secondary Gen. Admin.	Elementary Secondary Gen. Admin.	———
Bemidji	Elementary	———	———
Mankato	Elementary Secondary Gen. Admin.	Elementary Secondary Gen. Admin.	———
Moorhead	Elementary	———	———
St. Cloud	Elementary Secondary Gen. Admin.	Elementary Secondary Gen. Admin.	———
St. Thomas	Elementary Secondary Gen. Admin.	Elementary Secondary Gen. Admin.	———
Winona	Elementary Secondary Gen. Admin.	Elementary Secondary Gen. Admin.	———

TABLE 13

EDUCATIONAL ADMINISTRATION GRADUATES FROM FIVE MINNESOTA STATE COLLEGES, UMD, AND ST. THOMAS DURING THE PAST FIVE YEARS

Year	Degree		Specialization			Total Graduate Degrees
	M.A. (M.S.)	Specialist	Elem.	Secon.	General	
1967-68	127	3	93	37	0	130
1968-69	154	2	93	63	0	156
1969-70	146	6	94	56	2	152
1970-71	133	12	83	59	3	145
1971-72	128	13	82	54	5	141
Totals	688	36	445	269	10	724

Since it is useful to consider the eight programs in educational administration as a state system, most of the comments regarding the number of graduates and the distribution by degrees and areas of specialization appear near the end of this chapter—following further analysis of the outputs of the seven institutions and a set of tables concerning the outputs of the Twin Cities Campus of the University.

Positions held by the 724 persons finishing degrees at seven of the preparing institutions are reported in Table 14. Various interpretations can be made of these data depending on one's expectations of graduates and one's willingness to accept "cold storage education" as a characteristic of administrator preparation. In this instance, all but 212 of the 724 graduates are in positions which normally require some graduate-level training. These 212 classroom teachers, and possibly the 69 in "miscellaneous" and "other administrative" positions, presumably represent a "ready reserve" for school administrator positions.

TABLE 14

POSITIONS NOW HELD BY EDUCATIONAL ADMINISTRATION MAJORS WHO HAVE GRADUATED FROM MINNESOTA STATE COLLEGES, UMD, AND ST. THOMAS DURING THE PAST FIVE YEARS

	LOCATION		
Position	Minn.	Out-of-State	Total
ELEMENTARY PRINCIPAL	193	33	226
SECONDARY PRINCIPAL	169	29	198
SUPERINTENDENT	6	3	9
COLLEGE TEACHING	7	3	10
CLASSROOM TEACHING	197	15	212
OTHER ADMINISTRATIVE	13	12	25
MISCELLANEOUS	44	0	44
TOTALS	485*	95	724

* The 44 in the miscellaneous category are not included in this figure.

TABLE 15

MINORITY STUDENTS COMPLETING GRADUATE DEGREES WITH MAJORS IN EDUCATIONAL ADMINISTRATION FROM MINNESOTA STATE COLLEGES, UMD, AND ST. THOMAS DURING THE PAST FIVE YEARS

Year	Number
1967-68	2
1968-69	3
1969-70	2
1970-71	2
1971-72	4
TOTAL	13

TABLE 16

SEX OF GRADUATES WITH MAJORS IN EDUCATIONAL ADMINISTRATION DURING PAST FIVE YEARS FROM FIVE MINNESOTA STATE COLLEGES, UMD, AND ST. THOMAS

Year	Female	Male	Total
1967-68	11	119	130
1968-69	11	145	156
1969-70	8	144	152
1970-71	9	136	145
1971-72	8	133	141
TOTALS	47	677	724

TABLE 17

UNIVERSITY OF MINNESOTA (TWIN CITIES CAMPUS) GRADUATES WITH MAJORS IN EDUCATIONAL ADMINISTRATION DURING THE PAST FIVE YEARS

Year	DEGREE				Total
	M.A.	Specialist	Ph.D.	Ed.D.	
1967-68	21	1	11	0	33
1968-69	22	5	20	5	52
1969-70	15	5	17	5	42
1970-71	18	6	9	16	49
1971-72	12	16	17	16	61
TOTALS	88	33	74	42	237

Much has been written recently about equal employment opportunity for females and minorities in educational institutions. Many respectable researchers have shown that white men are generally favored over females and minorities, especially for positions commanding high salaries. The data in Tables 15 and 16 seem to indicate that Minnesota public schools in the future are destined to repeat the discriminations of the past unless external interventions upset the system.

While most of the general comments about the supply of administrators are reserved for Chapter Five, suffice it to say now that the five state colleges, UMD, and St. Thomas are not producing their share of female or minority graduates. Only 13 of the 724 graduates in the past five years were minority students and only 47 of the 724 were women. The research design did not yield data concerning the number of female graduates who are also minorities, but other facts suggest that such a number would be exceedingly small, or even zero in some instances. Moreover, no females or minorities are employed at the rank of assistant professor or above in the administrator training pro-

grams in the five state colleges, UMD, and St. Thomas. Again, the pattern for the future seems to be established.

The outputs of the Division of Educational Administration, University of Minnesota (Twin Cities Campus) are shown in Table 17. The shift toward the training of persons at the Specialist and Doctor's degree levels is apparent in this table. Also obvious is a sizable increase in total outputs, especially since the Ed.D. degree was first offered in 1968-69. The data in this table and Table 13, page 35, show that slightly more than 10 percent (88 out of 776) of the Master's degrees in school administration for the past five years were awarded at the Twin Cities Campus of the University, whereas, approximately 50 percent (33 out of 69) of the Specialist degrees and all of the 117 Doctor's degrees were earned at that institution.

Recent attention to the training of female and minority students at the Twin Cities Campus of the University is reflected in Tables 18 and 19. The affirmative recruitment programs, especially for American Indians, are beginning to bear fruit. Also, the employment of one minority professor is a healthy develop-

TABLE 18

SEX OF UNIVERSITY OF MINNESOTA (TWIN CITIES CAMPUS) GRADUATES WITH MAJORS IN EDUCATIONAL ADMINISTRATION DURING THE PAST FIVE YEARS

Year	Female	Male	Total
1967-68	3	30	33
1968-69	3	49	52
1969-70	2	40	42
1970-71	7	42	49
1971-72	6	55	61
TOTALS	21	216	237

TABLE 19

MINORITY STUDENTS COMPLETING GRADUATE DEGREES WITH MAJORS IN EDUCATIONAL ADMINISTRATION AT THE UNIVERSITY OF MINNESOTA (TWIN CITIES CAMPUS) DURING THE PAST FIVE YEARS

Year	Number
1967-68	0
1968-69	1
1969-70	1
1970-71	12
1971-72	4
TOTAL	18

ment. Unfortunately, however, the University, like all of the other educational training institutions in the state, has employed no females in its Division of Educational Administration.

As shown in Table 20, the winners of degrees at the Twin Cities Campus of the University enter a variety of positions. Approximately one-fifth of them head elementary schools and a similar number become secondary school administrators. Central office positions, such as business manager, assistant superintendent, and personnel director account for 31 of the graduates. Only 28 of the graduates in the past five years are school superintendents; 16 are in college teaching; and 11 are administrators in junior colleges. A very large contingency, 44 of the 237 are in miscellaneous positions in state and federal agencies, private companies, etc. Fifty-one of the graduates are employed outside the state of Minnesota.

TOTAL OUTPUTS OF EIGHT PROGRAMS

While there is not a single state system of higher education in Minnesota, the professors of educational administration in

TABLE 20

POSITIONS NOW HELD BY PERSONS WHO MAJORED IN EDUCATIONAL ADMINISTRATION AT THE UNIVERSITY OF MINNESOTA (TWIN CITIES CAMPUS) DURING THE PAST FIVE YEARS

Position	LOCATION		Total
	Minnesota	Out-of-State	
ELEMENTARY ADMINISTRATOR	46	5	51
SECONDARY ADMIN.	51	5	56
SUPERINTENDENT	23	5	28
COLLEGE TEACHING	10	6	16
JUNIOR COLLEGE ADMINISTRATOR	10	1	11
CENTRAL OFFICE POSITIONS	26	5	31
MISCELLANEOUS	20	24	44
TOTALS	186	51	237

eight institutions have long recognized the value of cooperation. The Midwest Council for Educational Administration (formerly the Minnesota Council for Educational Administration), a federation of professors from 15 institutions was spawned at a series of meetings which began in the winter of 1968. As this organization grew and its worth became known, the concept of cooperation in program planning for institutions with interests in educational administration was expanded. The Midwest Council for Educational Administration thus replaced the parent organization in the academic year of 1971-72. The outputs of eight programs, the Minnesota contingency to the Midwest Council of 15 educational institutions, are reported earlier in this section and summarized in Table 21 below. Similar data from all of the 15

member institutions of the Midwest Council for Educational Administration would provide further insight into the supply-and-demand equation for this region.

Most of the data reported in two earlier tables (Tables 13 and 17) are combined in Table 21, thus giving a five-year summary of outputs for the eight institutions in Minnesota. The single significant trend in the data is the shift toward higher levels of preparation with an associated diminution in the number of Master's degrees being awarded. Competition for choice positions and the impact of the 1967 two-year training requirement probably account for the press for the Specialist and Doctor degrees.

The relationship between this supply of manpower and the demand for administrators is discussed in the final chapter of this document. Before reaching definitive conclusions, however, the reader should reflect on the amorphous nature of the concepts under investigation. As noted in the introduction to this report, both supply and demand are highly unstable.

TABLE 21

EDUCATIONAL ADMINISTRATION GRADUATES FROM FIVE MINNESOTA STATE COLLEGES, UMD, ST. THOMAS, AND THE UNIVERSITY OF MINNESOTA (TWIN CITIES CAMPUS) DURING THE PAST FIVE YEARS

	DEGREES				
Year	M.A.(M.S.)	Specialist	Ph.D.	Ed.D.	Total
1967-68	148	4	11	0	163
1968-69	176	7	20	5	208
1969-70	161	11	17	5	194
1970-71	151	18	9	16	194
1971-72	140	29	16	18	203
TOTALS	776	69	73	44	962

CHAPTER FOUR

FUTURE DEMAND FOR SCHOOL ADMINISTRATORS IN MINNESOTA

The hazards involved in predicting the future needs for school administrators in a single state were discussed in Chapter One. There simply is no technique which is without limitations. A myriad of variables, many of which reside completely outside the educational establishment, expand or diminish the demand for school administrators.

Given this set of constraints, a decision was made here to keep the procedure as simple as possible and apologize in advance. Therefore, superintendents were asked to predict changes in the next five years which will affect the demand for administrators in their district. The superintendents were instructed to consider additions, reductions, and retirements which they anticipate. The principal justification for this procedure rests on the assumption that these men who are closest to the scene are best able to make short-range predictions of replacement needs, expansions, and in a few instances, reductions in staff needs. The long-range projections will be left to other prognosticators with a warning that the art is an imperfect one and the immodest suggestion that it would be better to replicate this study periodically.

The basic data produced in the manner described above are reported in Table 22. The interaction between the three major forces affecting predicted changes, namely retirements, additions, and reductions, is expected to produce a need for 407 school administrators during the five-year period. Clearly, retirements, which, of course, can be predicted with some degree

of confidence, will account for more than one-half of this need. Again, it is important to note that no superintendent predicted his own demise or that of any of his subordinates before reaching retirement age. Even state tenure for administrators and their reputation for survival would hardly warrant this optimistic forecast.

The greatest percentage of replacement needs will be in the ranks of the superintendents. This is the case because of their more advanced years. As observed in Table 1 on page 9, 67 of the superintendents are over 60 years of age. The projected number of retirements, as reported in Table 22, is 72.

Further comparisons between the figures in the "retire" column of Table 22 and the "Over 60" column in Table 1, page 9, provide some validation for the results of this study. For example, 41 secondary school administrators are over 60, while 55 are expected to retire in the next five years. Similarly, 89 elementary principals are over 60, whereas 99 expect to retire. In both instances, it seems that some principals will retire before reaching age 65, but the number is relatively small.

A significant number of superintendents predicted the addition of assistant principals, especially at the secondary level. Surprisingly, however, they anticipate only a modest increase in the number of assistant elementary principals. The reason for this cautious outlook is not known but one might speculate that innovative organizational patterns in the elementary schools create need for "team leaders" and other instructional specialists, rather than assistant principals. Little is really known about these new positions or the training and experience of persons filling them. Some research is needed.

Many superintendents expect to add positions which will assist them quite directly. The titles mentioned most frequently were administrative assistant and assistant superintendent. Given a static or even declining number of superintendent positions in

TABLE 22

NUMBER OF ADMINISTRATORS PRESENTLY EMPLOYED AND PROJECTED NEEDS AS REPORTED BY 406 MINNESOTA SUPERINTENDENTS

Position		Predicted Changes in the Next Five Years			
		Re-tire	Add	Re-duce	NET
SUPERINTENDENT	406	72	0	3	+ 69
ASSISTANT SUPERINTENDENT	73	7	17	1	+ 23
ADMINISTRATIVE ASSISTANT	60	5	25	3	+ 27
DIRECTOR	139	20	12	3	+ 29
SECONDARY PRINCIPAL	617	43	27	4	+ 66
ASST. SEC. PRINCIPAL	317	12	44	4	+ 52
ELEMENTARY PRINCIPAL	862	99	36	19	+ 116
ASST. ELEM. PRINCIPAL	47	0	13	1	+ 12
OTHER	111	10	5	2	+ 13
TOTALS	2632	268	179	40	+ 407

Minnesota, the career pattern leading to the top administrative position will likely be through one of these titles, rather than a record of success as a superintendent in an interminable number of minuscule school districts. This trend, if realized, will be welcomed by all, except the ambitious superintendent now working in a small school district.

CHAPTER FIVE

IMPLICATIONS FOR TRAINING AND CERTIFICATION

The value of a study of this nature lies in the guidance which it provides for policy makers. Persons responsible for setting policies respecting both training programs and the state credentialing function should be aided in their work if a supply-and-demand study is to be anything more than an academic exercise. Such assistance in this instance, however, is limited in the extreme. First, there is the series of disclaimers and limitations described in Chapter One. Second, the qualitative aspects of programs were not studied. Graduates of programs were simply viewed as outputs, thus avoiding critical questions about the competence of the products of the system. Finally, administrative staffing patterns were accepted uncritically, leaving to others the task of raising questions about practices which have changed little in decades. Therefore, policy makers are invited to use this section in their deliberations, but they are also urged to recognize the limitations described above.

TRAINING CAPABILITIES OF MINNESOTA INSTITUTIONS

The data in this study suggest a serious imbalance between the training capability in the eight institutions and training demand. The most obvious imbalance is in Master degree candidates for principals' positions where outputs exceed projected replacement needs by approximately three to one. While the vicissitudes of both supply and demand can be expected to alter this imbalance, one cannot be certain of the direction. Moreover, if imports of trained talent continue to exceed exports, the pros-

pects for full employment among Master degree candidates for principal positions are not encouraging.

The imbalance between outputs and training demands are equally disturbing at the Specialist and Doctor degree levels *but the direction is reversed.* The demand, requirements, and the propensity of large school districts to employ administrators with Doctor degrees, far exceeds the Minnesota production of manpower with this level of training.

Since September 1967 new administrator certification requirements for public school administrative positions in the state of Minnesota have been in effect. These new requirements essentially provide for a two-stage certification process. Upon completion of a Master's degree in school administration, a Standard Administrator's Certificate valid for two years may be awarded. This certificate may be renewed for one five-year period after 12 quarter hours of credit have been earned in work on an approved program leading to a Specialist Certificate or equivalent degree. Before the eighth year in school administration is begun a Professional Administrator's Certificate must have been secured. This certificate requires minimum preparation of a Specialist or equivalent degree in school administration earned in a recognized graduate school.

Chapter Two in this document is replete with references to the gap between current certification requirements and training levels held by Minnesota administrators. For instance, Table 5, page 19, shows that only 315 of the 2,632 administrators (12 percent) have two years or more of professional preparation—the goal announced by the State Board of Education in 1963, effective in 1967. Similarly, Tables 8, page 25 and 9, page 27, show that life certificates, typically granted in "grandfather clauses" are held by over 43 percent of the administrators. Policy makers in the State Department of Education during the past five years have recognized this gap between training capabilities and ad-

ministrator certification requirements. After promulgating the two-year training requirement, which became effective in 1967, the State Department systematically granted Specialist program approvals to UMD, St. Thomas, St. Cloud, Mankato, and Winona. In fact, the capacity to train Master's degree and Specialist degree candidates is now essentially the same in Minnesota. While there was a need for an expansion of training opportunities at that level, the present arrangement virtually guarantees an over production of Specialist degree holders in the future, just as too many Master's degrees were awarded during the past five years.

This gloomy forecast, however, applies only to programs which are designed to equip candidates with minimal credentials. Certainly, the forces impinging upon the schools which seem to have implications for manpower requirements in educational administration continue to point unmistakably to increases in levels of preparation. The press for higher levels of preparation, which began many years ago, will certainly continue in the future. As pointed out in a 1971 publication of the AASA (American Association of School Administrators):

> "A more dramatic difference among various status studies is evident in the percentage of superintendents with an earned doctorate. Less than three percent of the superintendents in 1921-22 and in 1930-31 had an earned doctorate. In 1950, 14 percent of the urban superintendents and 2.3 percent of the rural superintendents reported an earned doctorate. The figure for 1969-70 is 29.2 percent for the nation as a whole."[1]

From these data the authors of the AASA publication concluded:

> "The trend toward greater amounts of preparation by superintendents of schools, now measured in terms of graduate degrees earned, shows no signs of abating. It is not unrealistic

[1] American Association of School Administrators, *The American School Superintendent*, 1971 pp. 43-44.

to predict that by the end of the decade (1980), practically all superintendents in the so-called 'great cities,' and more than 50 percent of the superintendents in all other districts, will have earned doctorates."[1]

The highest degrees earned by superintendents in 1969-70 as reported in the AASA publication cited above is shown in Figure 1. The same data for the state of Minnesota in 1972 are shown in Figure 2. These figures show a dramatic difference between this state and the balance of the nation. Only 8.1 percent of the Minnesota superintendents, compared with 29.2 percent for the nation, hold an earned Doctor's degree. This is one of the few, and possibly only, indicator of school quality where Minnesota falls substantially below the mean for the nation. Moreover, fewer than half (14 out of 35) of the Minnesota superintendents with earned Doctor's degrees obtained them from the University; the only institution in this state which grants such degrees. One must conclude from these data that training opportunities for educational leaders in Minnesota are lagging far behind the national trend toward the Doctor's degree as the standard of preparation for school superintendents.

A similar picture emerges when the training of elementary and secondary principals is considered. Again, Minnesota is conspicuous by the small number of administrators with Doctor's degrees. A 1968 study by the Department of Elementary School Principals[2] reported that 2.2 percent of the principals held an earned Doctor's degree. Since Minnesota schools employ approximately 1,000 elementary principals, one might expect a state contribution of about 22 to this national statistic. Table 5, page 19, indicates, however, that only 11 Minnesota elementary principals hold Doctor's degrees.

As shown in Table 5, page 19, 31 secondary school administrators in Minnesota hold Doctor's degrees. This is approximately

[1] *Op. Cit.* p. 44.
[2] Department of Elementary School Principals, *The Elementary School Principalship in 1968.* p. 24.

FIGURE 1

HIGHEST DEGREE EARNED BY SUPERINTENDENTS, 1969-70 (NATIONALLY)

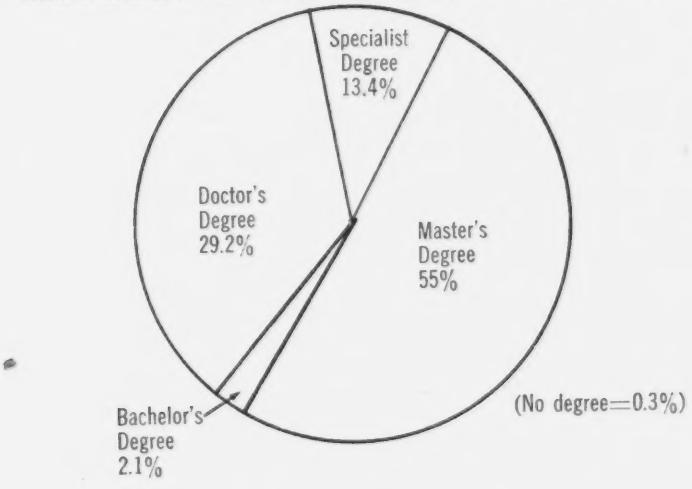
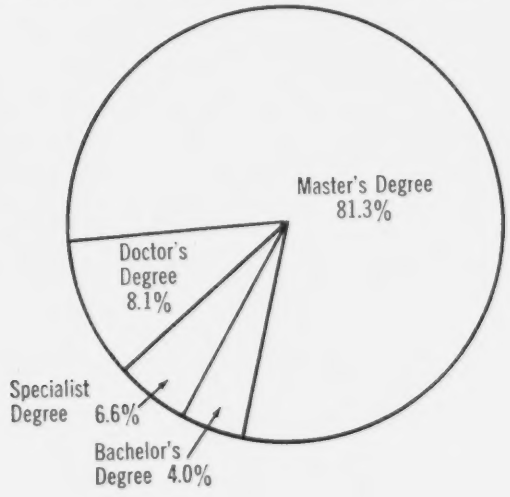


FIGURE 2

HIGHEST DEGREE EARNED BY MINNESOTA SUPERINTENDENTS, 1972



four percent of the total for the state. Sources in the research department of the National Association of Secondary School Principals reported recently that 14 percent of the high school principals of the nation have a Doctor's degree. This compares with three percent for senior high school principals in 1964 and four percent for junior high school principals in 1965. These figures suggest a time lag of about six or seven years behind the national average on this measure for those principals in Minnesota.

FUTURE DIRECTIONS

The discrepancies between training capability and training demand pose an unprecedented challenge to policy makers in Minnesota. Innovation and adaptation will be required to meet this challenge. Some strategies for responding are delineated below.

1. THE REALLOCATION OF PROPORTIONATELY MORE RESOURCES INTO CONTINUING EDUCATION OF SCHOOL ADMINISTRATORS AND LESS INTO PRE-SERVICE PROGRAMS—ESPECIALLY AT THE MASTER'S DEGREE LEVEL.

Tradition suggests that a report of this type should include an impassioned plea for an expanded program of in-service education. In this instance, the recommendation is based on the observation that most Minnesota administrators completed Masters' degrees many years ago and discontinued their formal training at that point. Also, the recommendation stems from the realization that these administrators are destined to fill leadership roles in Minnesota schools for many years to come.

Clearly, there is nothing novel about this recommendation and the facts cited to support it are also well known. However, institutions capable of responding seem to depend on promises and exhortations, rather than action. State funds must be committed to the organizing and staffing of a massive program of continuing education. Past efforts have generally failed because

of irrelevant graduate school regulations and an over-dependence on tuition as the principal or even sole means of funding. A more realistic plan would be to lodge the control of the Specialist degree programs in the professional schools of education and design these programs to satisfy stage two of the certification process. Also, students in such programs should be expected to pay for no more than 35 percent of the cost of their education —a figure which has been recommended by the State Higher Education Coordinating Committee as a guideline for developing college and university budgets. While the HECC proposal was limited to "regular" students, a similar policy regarding the funding of extension classes which are a part of a state credentialing system should receive equal consideration.

2. THE RECRUITMENT OF WOMEN AND MINORITIES INTO PREPARATION PROGRAMS.

The dearth of trained educational administrators from the ranks of minorities and females is well documented in this study and elsewhere in the literature. Clearly, there is a major need in this area and there is much work yet to be done in recruiting and preparing members from these major groups. The program at the Twin Cities Campus of the University to train American Indians for administrative roles in educational institutions is a model which should be replicated for other minorities and females.

3. THE DESIGN OF PROGRAMS TO PREPARE PERSONNEL FOR EMERGING ADMINISTRATIVE ROLES.

As noted earlier, the demand for trained administrators responds to changes in the scope and emphasis of public education and to pressures external to the educational establishment. Developments which seem to have such implications include:

(a) The expansion of programs for persons below and above the age for regular schooling.

(b) The press for full implementation of legislation and court decisions in the area of civil rights.

(c) Changes in fiscal strategies associated with recent court decisions and modified state aid distribution systems.

(d) An expanding interest in program accountability, including evaluation and PPBS.

4. ACHIEVE A HIGHER QUALITY OF PREPARATION.

While cutting back the number of students recruited and prepared in Master's degree programs would not guarantee an improvement in the quality of the graduates, this action would have such potential. Higher quality when combined with higher levels of preparation would offer keener competition for those administrators from around the nation who are attracted by the good salaries and favorable working conditions found in Minnesota public schools.

5. THE ALLOCATION OF PROPORTIONATELY GREATER RESOURCES INTO RESEARCH AND DEVELOPMENT ACTIVITIES.

Program outputs as reported in this study are defined as graduates of programs. However, most authoritative opinion suggests the value of a balance between research, development, and teaching in graduate education. Certainly, there is a need for a better knowledge base in educational administration and since developmental activities are generally disseminated by the clientele who are trained in educational administration, the balance between research, development, and teaching is apparent. In view of the imbalance toward teaching, as reflected in the abundance of Master's degree candidates, a wiser policy would be to allocate more state resources toward research and development in educational administration. The definition of both of these terms should be broad enough to include activities which are directed to solving problems currently confronting practitioners, as well as the more theoretical and conceptual questions.

A FINAL WORD

Paradoxically, administrator training opportunities in Minnesota can be described as "too many and too little." While the data in this study suggest the need for a greater investment in administrator preparation, simply increasing the number of institutions authorized to produce persons with minimal qualifications misses the central thrust of the data. The chief need is for a greater supply of persons with more than two years of post-baccalaureate preparation. More precisely, the University of Minnesota, the only institution offering the Doctor's degree, has produced an inadequate supply of administrators with the highest level of training. This accounts in part for the huge influx of out-of-state candidates for the choice administrative positions in Minnesota. It also explains why this state lags several years behind the majority of states in the certain increase in the percent of school administrators holding Doctor's degrees.

In view of the foregoing, clearly a strengthening of existing programs, rather than a proliferating of approved institutions, is a more rational response to the problem. Rationality, however, is not easy to achieve in the absence of a master plan. Therefore, this report ends with the recommendation which is basic to everything which precedes it. A state plan for educational administration should be developed. An agency with statewide responsibility, such as the Higher Education Coordinating Commission, should provide the requisite leadership. Hopefully, the data reported in this study will be of assistance.